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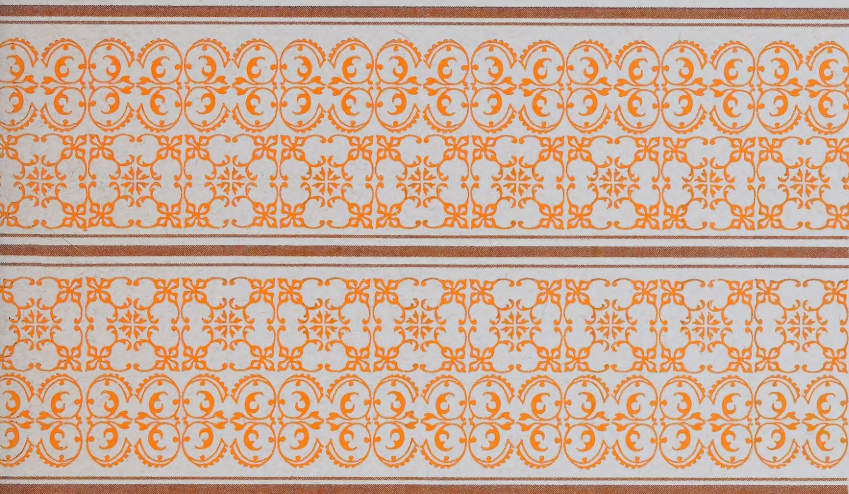
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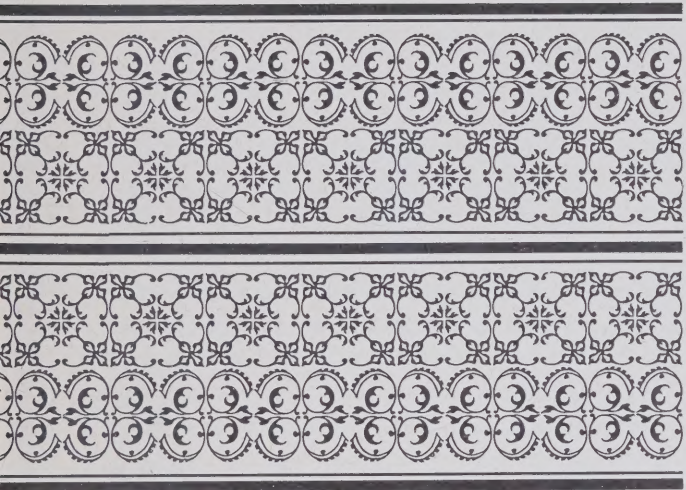
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1971/1972
*Biennial
Report of the
Committee on
University
Affairs*


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1971/1972

*Biennial
Report of the
Committee on
University
Affairs*



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MEMORANDUM TO:

The Honourable Jack McNie, Minister

FROM:

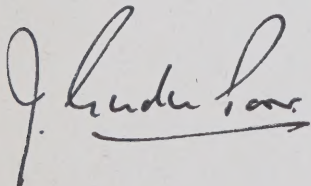
J. Gordon Parr, Chairman

RE: ANNUAL REPORT

Following, no doubt, some natural law, this report encompasses twice the usual period of review and yet is half its usual length.

For its incorporation of a biennium we can only apologize – and remind you that our previous chairman had a second commitment, and the current chairman was, for several months, acting in a part-time capacity. The comparative brevity of the report is due to the increasingly public nature of the committee's work: most of our meetings are open; minutes are released after a six-month interval; and the work of the universities themselves is much more in the public domain than used to be the case. Consequently, much of what has been done has already been publicized; and, whatever our shortcomings, we would not wish to be criticized for redundancy.

Yours sincerely,

A handwritten signature in dark ink, appearing to read "J. Gordon Parr". The signature is fluid and cursive, with a long horizontal stroke at the bottom.

**Members of the Committee on
University Affairs 1970-71**

4 Dr. Douglas T. Wright (Chairman)

Dr. M. Elizabeth Arthur
Lakehead University

Mr. William Dodge
Secretary-Treasurer
Canadian Labour Congress

The Honourable Leslie M. Frost, P.C., Q.C.

Dr. Reva Gerstein
Honorary Fellow, Founders College
York University

Mr. James O'N. Hughes
Chairman
A. E. Ames and Company Limited

Dr. Maurice J. Lavigne
Manager, Physical Metallurgy Department
Falconbridge Nickel Mines Limited

Mr. Robert W. Mitchell, Q.C.
Vice-President
Supertest Petroleum Corporation Limited

Dr. J. Gordon Parr
Dean of Applied Science
University of Windsor

Dr. Roger J. Rossiter
Vice-President Academic
The University of Western Ontario

Mr. J. C. Yen (Observer)
Treasury Board, Expenditure Analysis Branch

Mr. H. A. Cotnam (Observer)

Secretary to the Committee: Dr. E. E. Stewart

**Members of the Committee on
University Affairs 1971-72**

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Dr. Sylvia Ostry
Director
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Dean of Applied Science
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Dr. Roger J. Rossiter
Vice-President Academic
The University of Western Ontario

Mr. N. A. Sisco
Chairman
Council of Regents

Mr. H. A. Cotnam (Observer)

Mr. J. C. Yen (Observer)
Treasury Board
Expenditure Analysis Branch

Secretary to the Committee: Mr. H. H. Walker

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**In January 1972, Dr. D. T. Wright resigned from the chairmanship of the Committee to take the position of Deputy Provincial Secretary, Secretariat for Social Development Policy Field. The Committee wishes to record its admiration of his work during a period of enormous expansion. Dr. J. Gordon Parr was appointed Acting Chairman for the rest of the year.*



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Introduction

By Order-in-Council, the Committee on University Affairs is charged: "To study matters concerning the establishment, development, operation, expansion and financing of universities in Ontario and to make recommendations thereon to the Minister of Colleges and Universities for the information and advice of the Government". The scope of the Committee's business is largely – but not exclusively – determined by the requests of the Minister and the hopes of the universities. It attempts to place the needs and expectations of the universities within a broad social context, and forwards its recommendations to the Minister. It does not presume to have an exclusive hold on advice; nor does it assume that its recommendations will necessarily be accepted. It does, however, enjoy the confidence of the Minister and – while not immune to criticism – is regarded by the province's universities as a vital instrument in their operation.

The universities that lie within the jurisdiction of the Committee are: Brock, Carleton, Guelph, Lakehead, Laurentian (with Algoma, Nipissing and Hearst Colleges), McMaster, Ottawa, Queen's, Toronto (including Scarborough and Erindale Colleges), Trent, Waterloo, Western Ontario, Windsor and York. The Committee also deals with questions of financial support to Ryerson Polytechnical Institute, the Ontario College of Art, the Bar Admission Course, the Art Gallery of Ontario, the Royal Ontario Museum and the Royal Botanical Gardens. References to "universities" in this Report also cover these other institutions.

The Committee has continued to receive annual briefs, to listen to presentations and to engage in discussion with the universities. The briefs, obtainable from the Ministry's

library, reveal the extensive range of topics to which the Committee pays attention. Meetings with the universities are open, with the press present. The extent of participation is left to the discretion of the institution. Most meetings are well-attended, frank in their debates, and representative of most conceivable cross-sections of university concern.

The dialogue, and the thoughtful briefs, imply that the university system in the province has reached a maturity at which goals, operating procedures and organization may be discussed on a common ground. An appreciation of "system" contributed to the resolution of the "crisis" of the 1960's; places were found for all students with proper qualifications seeking university entrance; and, despite a dizzy rate of growth, universities maintained their academic integrity. Their calendars show a rich fare of programs and the impressive qualifications of faculty; their financial statements reflect a proper concern about the expenditure of public funds.

University presentations reveal the increasing sophistication of structure and organization. This, during a period when the still-echoing phrase "participatory democracy" was a clarion call, puts the lie to so many criticisms made by grumbling editorial writers.

Whatever residual problems remain, and whatever greater problems arise, the universities are to be applauded for their response to a rate of social change which staggers even organizations that are not required to maintain a decent hedge against nonsense. Equally, and whatever new criticisms may be in the process of development, government is to be commended for its policy of respecting university autonomy while insisting upon a

Procedures

proper concern for the expenditure of public funds. A hands-off, eyes-on attitude.

Developments within the universities and the other institutions within our jurisdiction have been impressive during the past two years. Equally, policy-making structures and processes for the system as a whole have continued to evolve. One hopes that these instruments will be as valuable during a period of slower growth, which began in the two years under review, as they have been in responding to rapid development.

Naturally, the Committee, with the universities, has awaited the outcome of the report of the Commission on Post-Secondary Education with some anxiety. Whatever may replace the current components of the system's structure, it believes that the process by which universities act upon government requires an agency such as the Committee on University Affairs. And, with this conviction, within an uncertain environment, the Committee presents some specific items of its activities in what may be its penultimate report.

We have already told of the Committee's meetings with the universities and other institutions. However, the resolution of problems identified by the Committee depends upon the work of several subcommittees, many of which join with corresponding subcommittees of the Council of Ontario Universities. The resulting resolutions, approved by the Council, are transmitted through the Committee to the Minister. While one has to anticipate occasions when an impasse might arise in this process, such a circumstance has not yet arisen.

During the work of the subcommittees, as at the meetings of the Committee, the staff of the Ministry provides an essential resource and technical back-up. Towards the end of the two-year period under review, the Committee acquired a small secretariat, so that such critical matters as agendas and minutes might originate from its own offices. Nevertheless, the co-operation of the Ministry staff is essential to the work of the Committee; and it is better to tolerate the occasional criticism of collusion than to duplicate resources.

The Committee's recommendations are directed to the Minister, who may accept them, reject them, or return them with a request for reconsideration. On those occasions when the Minister has not accepted the Committee's advice, the difference has been publicly stated. We believe that such a practice assures the Committee of integrity.

Operating Grants

These, for the most part, are provided under the formula, which has been little changed over the two-year period. However, a decline in the rate of enrolment increase has been accompanied by a realization that the formula may be less appropriate for a slow-growth or a no-growth situation than it was for rapid expansion.

The increase in the Basic Income Unit (BIU) for the year 1972-73 was a mere two per cent – less than the Committee had recommended. For while the Committee recognized the necessity for restraint, and consequently suggested what it believed to be a modest increase in the BIU, the Government required further economies and enforced a more stringent measure. The announcement of the 1973-74 increase in the BIU of 3.4 per cent reflected a governmental moderation of the Committee's hope that, at least, the BIU might keep up with the Consumer Price Index.

Since university revenue is generated by the product of the BIU and a figure dependent upon enrolment, the double action of meagre increases in BIU and a declining rate of enrolment increase have pared off whatever fat might have developed on the university structure during its frantic accommodation of growth. A recent concern that the increase of university revenue does not keep pace with wage and salary increases (representing some 75 per cent of university expenditures) has been reflected in an increasing number of pleas for adjustments to be made to formula weights.

Extra-formula operating grants are, principally, of two sorts: special grants for bilingualism, whose arbitrary appropriation is under review; and "emerging grants" for the newer universities which, it seems, will

not reach that sort of enrolment which justified our 1960's interpretation of maturity. Obviously, the down-turn in enrolment rate must be recognized; and the Committee began to consider the necessity of promoting these institutions from what promised to be a state of perpetually enforced infancy. The unsatisfactory non-formula supplements have to be replaced by an equitable formula prescription – which, we hope, may be described in our next report.

The predicament of the Committee during the latter part of the period 1970-72, like the predicament of the universities themselves, arises from those doubts which accompany signs of the levelling-off of the growth curve. As we write this report, the signs of a plateau have become clearer, and both we and the universities are able to define our prospects more resolutely. But we are writing of 1970-72, when we were all much more uncertain.

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The down-turn in enrolment increase has two components: first, fewer students from the secondary schools wish to enter university than was predicted; second, an increasing number of qualified university students choose not to return to their studies. Both of these phenomena parallel an increasing drop-out rate at the secondary schools.

So that this report will not develop into the length of a thesis in sociology, we will refrain from presenting our reflections upon these events. But we make two comments. The first is factual: the causes for the enrolment fall-off are being investigated. The second is a deeper question: does a society reach a level of literacy (through its accumulated acquisition of knowledge, and the growing availability of informal educational resources) where there is less emphasis upon all types of formal education?

While universities may have realized that the exponential curve of undergraduate enrolment might not continue indefinitely, projections of post-graduate enrolment reflect an optimism born of the instinct to survive. For PhD's become professors.

The market-place inevitably corrects temporary dearths and gluts but the time-lag frustrates planning. It also frustrates PhD candidates. The Committee is sensible of the assertion that our graduate schools may have grown too large; and it takes its share of responsibility for arguing that more post-graduate students were required by university, government, business and industry. Nor, during the period 1970-72, could it find a compassionate correction to the criticism that too many of our post-graduate students were not Canadian citizens.

The situation here represents, perhaps, one in which such a committee as the Committee

on University Affairs is bound to find itself; on one hand it appreciates the ideal of the internationalism of post-graduate education as well as the ideal of research and scholarship for a greater proportion of the country's population; on the other hand, it sees the reasonable concern of a government that must find funds to support the enterprise. And behind all this lies the question with no easy answer, about the extent to which graduate studies are furthered for the benefit of students, society, culture, industry, the economy and to what extent they reflect a more selfish professorial ambition.

The years under review hold no answer; but they embrace a concern, and portend a solution.

Ambrose Bierce wrote that to plan was "to bother about the best method of accomplishing an accidental result". Perhaps the careful system of the Advisory Committee on Academic Planning (ACAP) may find itself incorporated by Bierce's definition. But, in any event, the history of ACAP should be outlined.

Early in 1971 the Committee on University Affairs' concern about projected post-graduate enrolment and the possible multiplicity of programs led to an embargo upon all new graduate programs until an analysis was made of the system's offerings. Subsequently, after meetings of a joint subcommittee of the Council of Ontario Universities and the Committee on University Affairs, the embargo was lifted from subjects that appeared to show no undue multiplicity or which were central to the body of a university's work.

A systematized assessment of the embargoed programs was put into effect by the Council of Ontario Universities through an Advisory Committee on Academic Planning. This rigorous program has been jointly funded by the Council and the Ministry, and is an exercise in self-regulation, since the results of the evaluations will show the profile of graduate programs in the province.

Meanwhile, all universities are expected to present to ACAP their long-term plans for graduate programs, so that revisions to the list of embargoed subjects may be made. The "emerging" universities are asked to develop five-year plans which, together with the three-year plans of the older universities, will lead to a rationalization of graduate programs within the system. The program of ACAP is taking longer than the Committee had expected; and the planned course of graduate studies in the province may be substantially

influenced by the demands of the market place.

There have been no serious suggestions to regulate programs at the undergraduate level. Bachelor's programs, surely, must be a reflection of a university's own character and innovativeness. However, the more pricey professional programs have to be subject to review. And, because several universities appeared to be ready to embark upon programs in engineering (adding to what appeared to be a sufficiency), the Council of Ontario Universities (then the Committee of Presidents) commendably sponsored a study of engineering education in the province.

Ring of Iron is the first blueprint for undergraduate programs which presumes to direct the universities into specific activities. The report does more than this, for it encompasses engineering education at the undergraduate, post-graduate and college levels, and it deals with the educational problems of the practising profession. The Committee on University Affairs sees the report not only as a rationale for engineering education in the system, but as a test for universities. The report contains recommendations which, though for the common good, may not be easily accepted by the universities involved. However, the report's recommendations as they came before the Committee had been amended by the Council of Ontario Universities and its constituent committees. Presumably, then, the universities are prepared to respond to the discipline which they chose to exert upon themselves and must be aware of the significance of this particular exercise.

The Committee appreciates that similar analyses might be appropriate in other disciplines, and hopes that these, too, may be implemented at the initiation of the universities.

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The results of our efforts, in conjunction with the Council of Ontario Universities, has been the publication of *Television and Technology in University Teaching*, by Bernard Trotter. The report meets with the approval of the Committee to the extent that the recommendation for a "Centre for Instructional Development" has been approved.

More far-reaching recommendations have not yet been discussed by the Committee. While we do not like to allow the continually imminent Report on Post-Secondary Education to hamper our work, the topic of an "open university" appears to be of such a magnitude that we would be foolhardy to act in advance of the publication of your Commission's views.

If the Committee appears to have been inactive in this area, the impression arises from two sources. First, the allocation of capital grants does not carry the sharp edge of operating grants – a reduction does not threaten faculty or students or programs in the same way that a cut in operating funds does. Second, the interim formula – forever interim, it seems – offers an equitable means of distribution.

During the two years under review we saw a slow-down in the cash-flow generated by the formula, but we did not recognize the forewarning of the freeze which will offer an icing to our next report.

Representations of the universities have consistently pressed for a greater unit value to be attached to the item "cost-per-square-foot" in the formula. However, your staff at the Ministry have convinced the Committee that the value is reasonable; and the operation of the formula (which generates a dollar value, so that a thrifty university may build more space) is an incentive that invigorates the university and protects the taxpayer.

During the two years under review, the Council of Ontario Universities has developed a different approach, which is currently under examination, to formulize capital allocations. In addition, an exhaustive analysis of space inventory and distribution, which will stand us in good stead in future years, was completed by Taylor Leberfeld and Heldman, at the Committee's initiative.

The Capital Formula, although interim, contains two components which seem to the Committee to correct what might otherwise be an unfair generation of funds. The first is the feature known as "cyclical renewal". This generates monies on the basis of inventory and cash-flow, so that buildings may be

Student Fees, Grants, Loans, Scholarships

renovated and undergo major repairs. The other is "age-quality discount", which assures a discounting of value in the space inventory according to the age of the building. Consequently, when a university complains (as some, from time to time, do) that their buildings are old, be assured that this age has been allowed for in the capital allocations which are made.

During the year 1971-72, the Committee was asked to consider the possibility of raising the loan limit from its level of \$600. (This limit represents the figure above which a repayable loan becomes a non-repayable grant; hence, in times of budgetary constraint, a government may reasonably hope that the limit be raised, so that a greater proportion of its financial support to students is repayable).

The Committee, after comparing Ontario's situation with that of other Canadian jurisdictions, was reluctant to raise the ceiling to more than \$800, effective 1972-73. No other recommendations about the Ontario Student Awards Program were made.

The subject was reconsidered when the Ministry asked the Committee to suggest ways in which a reduction might be made in the total funds estimated for the operation of the universities in the year 1972-73. The Committee's recommendation for BIU increase had already been reduced, and announced. In what the Committee thought was a forthright letter, it pointed out that the BIU (having been announced) could not be changed; a further increase in the loan ceiling would discriminate against poorer students; a fee raise, while tolerable, required at least a year's notice; and the possibility of reducing the number of students at university was not a matter for quick decision. The Committee emphasized its view that its recommendations to date had pared the universities of any possible extravagancies; and further cuts would not only shatter the aspirations of the universities, but would jeopardize their reasonable needs.

There was, nevertheless, a fee increase – and a new third-term payment of fees at the post-graduate level. We mention this here, because the Government's decisions were

44 made during the years under review. The effects, however, were felt during the subsequent year, and will be described in our next report.

We must offer a similar treatment of our proposals for a new graduate scholarship program: its progress will be the subject of an item in next year's report. Here, we will only mention that the new plan was formulated during 1971-72, by a joint committee of the Council of Ontario Universities and your Committee.

During the past two years the Committee has recognized the growing importance of part-time studies within the fabric of the universities. Although it has generally been assumed that a normal university program consisted of five courses, a single part-time course generated not one-fifth, but one-sixth of the revenue attached to a full-time student.

As a consequence of the Committee's recommendations, a revision has been made: for the year 1972-73 the weight of a single course has been increased from one-sixth to two-elevenths; and in the following year, the fraction moves to one-fifth.

The Committee appreciated the arguments that part-time courses might not involve the same costs as full-time studies. The facilities are, after all, already there. However, it felt that universities should be encouraged to expand their part-time offerings, for these appear to be increasingly demanded.

At the same time, the Committee was disturbed about criticisms that courses offered in the evenings or at summer school might be less carefully regulated than the equivalent full-time courses. Hence it drafted criteria which the universities would be expected to follow in order to enjoy the added income attached to the part-time course. The deficiencies of the original draft were quickly and vocally made known to us; amendments were made; the new draft was put before the universities, and the current criteria by which universities may qualify for the improved fraction of the BIU were accepted by universities. The Committee is pleased that the government was able to accept and act upon this recommendation, for part-time studies appear to form an increasingly important component of the universities' responsibilities.

Let us sidestep the historical background to the next question of provincial grants to church-related institutions, and state, simply, the fact that they are supported to the extent of one half of their due were they disestablished.

Early in 1972 the Committee was asked to make recommendations to the Minister about the financing of all the church-related colleges and universities in the province. After an engaging exercise, recommendations were made. These are still of a confidential nature, known only to the Government, the CUA, the senior officials of the institutions concerned, and the readers of the *Varsity*.

The Committee hopes that its next report will contain a proud record of accomplishment.

During the past two years, the criteria which regulated the disposition of the Ministry's research funds to professors has changed logically, but extraordinarily rapidly. The practice by which the rather limited funds were used to supplement other sources, or as a starter for as yet unproven, but promising, researchers, moved to a scheme which encouraged interdisciplinary research directed towards provincial problems. This, in turn, shifted towards the favouring of projects that reflected the Ministry's mission – post-secondary education.

Finally, the research funds have been incorporated into the Ministry's own budget, within the responsibilities of a newly-appointed Director of Planning and Research.

The Committee believes that the research funds of any Ministry should be directed towards the Ministry's mission. And it looks forward to co-operating with the Director of Planning and Research in the evaluation of significant research proposals, whose realization will improve post-secondary education in the province.

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The centralization of admissions processing seems to present a threat to university autonomy, yet overcomes duplication of effort. The Committee urged upon the universities the establishment of a central agency, whose operation is financially supported by the Ministry during its initial years.

Like any historian, we can inject a forward look into our account of the past by submitting our report sufficiently late. The signs of the two years under review – a levelling of enrolment, and economic constraints – have been recognized with some difficulty and, where recognized, have only been accepted with reluctance.

The next few years, while they appear to hold the prospect of restrictive economies, carry a bonus in that the universities may turn energies that were involved with accommodating growth to a development of strength. Every growth curve has, eventually, to turn down. And the manner in which the change of pace is accommodated tests the resources that were built into the growth. Your Committee anticipates some difficulties; but it looks forward to a period during which the universities may consolidate their achievements, be thoughtful about their responsibilities, and find time to plan.

